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MEMORANDUM BY COLONEL E. K. ELLIOT. COMMISSIONER.
NAGPORE, DATED THE 18TH FEBRUARY 1861. PROPOSING THE AMALGAMATION OF THE JUBBULPORE
DIVISION WITH THE PROVINCE OF NAGPORE, AND
THE GOVERNMENT OF INDIA. FOREIGN DEPARTMENT. RESOLUTION No. 9, DATED THE 2ND NOVEMBER 1861. SANCTIONING THE PROPOSAL.



DS 485 M349N34 1922 MAIN

# MEMORANDUM ON THE AMALGAMATION OF THE JUBBULPORE DIVISION WITH THE PROVINCE OF NAGPORE.

There are many reasons why it would be an advantage to amalgamate the Jubbulpore Division with the Province of Nagpore. The Nurbudda Districts of themselves, though comprising an extensive and important tract of country, yield an income too limited to admit of their commanding that attention so requisite to secure a progressive improvement or an adequate development of resources.

- 2. Originally under the Government of India, they must have been transferred to the North-West on the creation of the Agra Presidency. After the disturbances in 1842 the Agency was remodelled and the Saugor and Nurbudda Territories were again brought nominally under the Supreme Government. I say nominally, because though the country was administered by a Commissioner and Governor-General's Agent in direct communication with the Governor-General in Council, yet in Revenue and Criminal matters the Districts were under the Sudder Board and the Sudder Nizamut Adalut at Agra, the Civil Judge of the Territories exercising in Civil matters the powers of the Dewanee Adalut with Native ministerial officers and exercising under him appellate powers in Civil Suits.
- 3. The Commissioner and Agent in addition to the Saugor District, Juloun, etc., exercised a political supervision on Scindiah's Dominions as well as Bundle-kund, Jhansi, Rewah, etc., so that but a limited portion of his time and attention could be devoted to his duties as a Revenue and Police Commissioner.
- 4. A few years ago this nominal supervision on the part of the Supreme Government was entirely relinquished. The Districts were transferred bond fide to the No.th-Western Provinces and the Commissioner took up his abode permanently at Jubbulpore his duities being confined to a Revenue Administration in subordination to the Sudder Board of the country then comprising Juloun in addition to the District known as the Saugor and Nurbudda Teritorries. The Judicial duties continued to be performed by a Civil and Sessions Judge in subordination to the Sudder Court at Agra. Under the North-Western Provinces they still continue, but their locality is, as it were, a bar to their progress. They are too much out of the way to receive much attention either from Agra or even Allahabad—they are off the main line, it may be said. What would improve the Nurbudda Valley would be comparatively of small avail to the Gangetic Districts. Such appears to be the case, though in truth it ought not to be so, for could the grain of the Nurbudda and Nagpore Districts be made available, the evils of a scarcity in the Dooab might be considerably lessened.
- 5. It were preferable in my opinion to associate the Nurbudda Valley with the Nagpore Territory. It would be a mutual advantage. Nagpore can do nothing without Roads, yet unless those Roads can be continued through the Saugor

District, the outlay within the Province would to a certain extent be resulted. Take, for instance, the Great Deccan Road running for 100 miles through the Province of Nagpore—unless the intermediate 130 miles of the same line between the Nagpore boundary and Jubbulpore can also be taken up, the full benefit of the measure will not be attained, and what chance has the Jubbulpore Division of obtaining the requisite funds for the completion of this line of road so long as other lines more important to the North-Western Provinces remain uncompleted or unprovided for. In the Department of Public Works the Jubbulpore Division can look for but little aid in the way of funds for lines of road, save what may be forthcoming from its own local resources, which at present are quite inadequate to anything in the shape of great progress.

- 6. Associated with Nagpore under the same Administration, the progress of the Nurbudda Districts would keep pace with a tract which bids fair, with the opening of the Godavery and the communication with Bombay by Rail to be at no distant date a locality as thriving and as prospering as any in India.
- 7. The position of Nagpore peculiarly fits it for the seat of a Central Adminitration. It is in the very heart of India. It forms the confines as it were of the four Presidencies (Calcutta, Madras, Bombay and Agra), from each of which it is almost equi-distant. The tract lying between the Godavery and the Nurbudda with the Districts immediately to the north of the latter liver might with the greatest advantage be placed under a centralized system of Government known as the Punjab system. It obtains in the four Districts of the Nagpore Province and may be readily applied to the Saugor and Nurbudda Territories, if thought desirable.
- S. The simplest way of carrying out the measure would be to transfer the eight Districts now comprised in the Jubbulpore Division from the North-Western Provinces to Nagpore and to form the whole into three divisions each under a Commissioner, the whole being under a Chief Commissioner aided by a Judicial Commissioner.
- Juhulpore and Nagpore, as the three Divisions should be, if possible, Saugor Juhulpore and Nagpore, as the three most important places throughout the length and breadth of the tract to be administered. This might interfere with the retention of the river Nurbudda as the line of Divisional demarcation—the Districts\* north of Nurbudda including both Saugor and Jubbulpore—whilst those south of the river even with the addition of Chindwara (the district in the Nagpore Province above the Ghats) would be almost too small for a Divisional charge. Neither could the area and income (in the present state of the Districts) of the three Divisions be equalized so well as could be desired, but this may be immaterial. Hereafter as the importance of Kaepore increases, Chutteesgarh will become the Head-quarters of a Division, with Sumbhulpore in all likelihood attached.
  - Jubbulpore over the Rajah Dhar or Chilpen Ghats by the way of Mundlah may also necessitate a change of Division at some future period. Under present

Saugor, I Jubbulpore. circumstances unless the Jhansi Division be broken up, the two following Divisions suggest themselves :-



11. If the Jhansi Division were broken up on the completion of arrangements with Scindiah - Juloun and Humeerpoor being left with North-Western Provinces-then Saugor would be a centrical as well as an eligible spot for the Head-quarters of a Division, including Chinnderu, the remains of Ihansi, with Dumoh, and that portion of Nursinghpore lying north of the Nurbudda river. The other Division would in that case consist of the districts noted in the margin f with the Head-quarters at Jubbulpore. The area of this Division flubbulpore, part would be extensive, but not so much so as the remaining portion of the Nagpore Mundlah, Hoshang. Territory. It would, in spite of the area, be a very easy charge into the bargain, abad, Seonee and Chindthe people being easily governed. The Saugor charge would be a less easy one. wara,

Before noting the extent and character of the agency required for the efficient conduct of the Administration, I would advert to one point deserving of consideration. I allude to the number of Treasuries now obtaining, a number which appears to me to be needlessly large and involving an amount of labour if not of expense susceptible of curtailment.

During my period of service in the Nurbudda Districts there were four Collectorates t, and even this number was one more than there was any tSaugor, Jubbelnecessity for—Dumoh was subordinate to Saugor, Baitool to Hoshungabad, and pore, Hoshungabad,
Sangar to Jubbulgare, the expanditure at these outstations being little room. Nursing bore. Seonee to Jubbulpore, the expenditure at these outstations being little more than for their fixed establishments.

There should be no Collectorate save at Saugor, Jubbulpore and Hoshung-§ Purgunnahs of the Into what Treasury to send.

Sree Nugger and Into jubbulpore.

Nuising upore District.

Shaorpatha and Tendo Into Saugor.

Khera, North of the

Nuibudda. singhpore or Central District being sent, as noted in the margin, & the income of the District being incorporated with that of either Collectorate as might be Chhindwara. Shahpoor and Nursinghpore-Into Hoshangabad. most convenient.

abad, the surplus revenue of the Nur-

Under the Punjab system it is in every way desirable that an officer with full Judicial powers (Civil as well as Criminal) should be located in each District, but there is no valid reason why Dumoh, Seonee, Baitool, Mundlah or Nursinghpur should be treated other than as outstations, subordinate in the

Revenue Department, or at any rate in Treasury matters to the nearest Collectorate, as in the case of Nachingaon subordinate to Nagpore and Belaspoor subordinate to Raepur.

On this point it becomes a question whether the number of Treasuries in the Nagpore Province might not be similarly reduced from 5 to 3, the fewer accounts current requiring to be made up the better. The accounts of the Bhundara District might certainly be incorporated with Nagpore.

14. The extent of the revised Agency recently sanctioned for the administration of the Nagpore Rs. Rs. \*1 Commissioner, and Agent, Governor-General Province is noted in 45,000 Travelling allowance 3,000 the margin\*: 48,000 annual cost amounts I Personal Assistant 10,800 to Rs. 2.64,200. 58,800 1 Judicial Commissioner defective in one 27,000 Travelling allowance 3.000 particular, which may 29,000 6 Deputy Commissioners 1 at 18.000 18,000 here be noted. 2 , 14,400 28,800 this office letter No.

2 ,, 12,000 24,000 9,000 9,000 79,800 o Assistant Commissioners ... †2 at 0.000 18,000 ‡3 " 7,200 21,600 24,000 4 11 63,600

8 Extra-Assistant Commissioners 6,000 1 at 6,000 3 , 4,800 34,400 3,600 3 ,, 3,000 9,000

expense on the State, it was shown that a 2,64,200 Court

33,000

recasting

entailing

† In charge of the 2 subordinate stations at Nachangaon and Belaspoor. I One performing the duties of Assistant to the Governor-General's Agent.

intermediate. the Deputy between Commissioner and the

43 of 10th April 1860

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Commissioner of the Territory was indispensably necessary. It was proposed that the officer presiding over this intermediate Court should be styled the Deputy Commissioner of the Province exercising the powers of a Civil and Sessions Judge in the Judicial, and of a Divisional Commissioner in the Revenue Department. With a different title he would in fact have held a position corresponding with that of a Divisional Commissioner in the Punjab under the system there obtaining.

This additional Court was sanctioned by the Government Resolution of the 20th of July last, but with the intention of relieving the Commissioner of the Province altogether from Judicial matters it was ordered that the new appointment should correspond in name and authority with that of Judicial Commissioner.

If the object aimed at could in reality be obtained, the arrangement would in every respect be unojectionable, for it is undoubtedly an advantage that the Head of the Province should be altogether relieved from the chance even of having to hear and dispose of Judicial business. As matters now stand this relief is far from complete. Supposing, for instance, a District officer disposes of a Civil suit exceeding in value 5,000 rupees, the Judicial Commissioner on appeal reversing his decision, the special appeal must of necessity lie to the Commissioner of the Province. So slso in Criminal cases where the Magistrate or Deputy Commissioner commits a case to the Higher Court and the Judge's decision is appealed against, the Commissioner of the Province must, when necessary, take up the appeal.

For this reason, knowing that the Province within its present limits could afford but one Court between the District Officer and the Head of the Territory, I proposed that the Presiding Officer of that Court should in reality exercise powers corresponding exactly with those of a Divisional Commissioner under the Punjab system, intending the Commissioner of the Province to preside over the Court of last instance in all Departments.

There is no objection wherever to the present arrangement except in cases wherein the Judge's decision in a Criminal case is appealed against or wherein his decision in appeal on the Civil side does not uphold the decision of the Deputy Commissioner appealed against, thereby leaving the door open for a special appeal.

15. The amalgamation of the Saugor Districts with those of Nagpore will remedy this defect, if such it can be called, for with three Divisions the office of the Judicial Commissioner would correspond exactly with the same appointment in Oudh and the Punjab.

Rs. Present cost of the Jubbulpore Division ...

Deduct for the Juloun District and four Assistants employed on Settlement duty. 3,46,600 1,02,600 Total 2.44,000 Add present cost of the Nagpore Agency 2,64,200 Total 5,08,200 Revised scale proposed by Government Deduct for the Jhansi Division 4,34,000 1,35,800 Total 2,08,200 Add present cost of the Nagpore Agency 2,64,200 Total 2,62,400 For details, see Table B.

16. The present cost of the administration of the Jubbulpore Division within its present limits as obtained from the Government despatch . dated posing of Mr. Rickett's report is noted on the margin, whilst the revised scale as proposed by the Government would amount of Rs. 2,98,200 which, added to the present cost of the Nagpore Territory, would give an aggregate of Rs. 5,62,400.

- 17. The following Agency would in my opinion be required for the Civil administratian of the amalgamated Districts:--
  - 1 Chief Commissioner and Governor-General's Agent with a Secretary.
  - 1 Judicial Commissioner.
  - 16 Deputy Commissioners.
  - 14 Assistant Commissioners and 18 Extra-Assistant Commissioners.

18. The salaries of the 16 Deputy Commissioners should be assigned to the 16 Districts as under—

				Rs.	Rs.	
1	Nagpore	***	***	20,000		
2	Saugor	***	***	18,000		
	1.1.1.1.		_		38,000	
3	lubbulpore	***	***	14,400		
	Hoshangabad	***	***	14.400		
. 5	Raepore	***		14,400		
6	Chanda		***	14.400		
					57,600	
~	Dumoh				3/3000	
7		***	***	12,000		
8	Nursinghpore	***	***	12,000		
9	Chindwara		100	12,000		
10	Bhundara		***	12,000		
			_		48,000 Of	these 6 the officers in charge of
31	Mandla	***		0,000	40,000 01	four are styled Deputy Commis-
	Baitool		***			tout are styled Deputy Commis-
12		***	***	9,000		sioners and the remaining two
13	Seonee	***	***	9,000		(Belaspur and Nachingaon) may
14	Nachingaon	***		9,000		be allowed the same designation;
15	Godavery Dist	rict		0,000		otherwise all should be looked upon
16	Belaspur	***	***	9,000		as 1st class Assistant Commissioners.
					54,000	commondition

19 Of the 14 Assistant Commissioners, six should be on Rs. 600 and the remaining 8 on Rs 500, provided they are exercising the powers of Joint Magistrate; otherwise Rs. 400.

20. Of the Extra-Assistant Commissioners there should be-

	Rs.	Rs.
3 on	500	1,500
4 35	400	-1,600
5 »	300	1,500
6 "	250	1,500 6,100

- 21. The number of Tehseeldars required for the Jubbulpore Division, I am unable to say with precision, not having the Civil and Criminal statistics of the past few years at hand to refer to. There would be three grades of Tehseeldars as in the Nagpore Province, the scale of salary being Rs. 175, Rs. 150 and Rs. 125, respectively, according to the area, income and amount of work to be performed.
- 22. The salary of the Judicial Commissioner might be Rs. 36,000 with the usual travelling allowances—the Divisional Commissioners receiving Rs. 30,000 with the travelling allowance given to a Civil and Sessions Judge, viz., Rs. 2,000 per annum.
- 23 The salary of the Chief Commissioner might be placed on the footing proposed by the Government in the despatch already quoted, viz., Rs. 50,000 per annum with a Sumptuary allowance of Rs. 500 per mensem. On this point I would observe that the expenses of the Commissioner of a Province whilst on Circuit are very heavy and in no way met by the travelling allowance of Rs. 250 now sanctioned.

24. The cost of the	Agency	according	to	the	foregoing	would	be as
follows:—					Rs.	Rs.	Rs.

follows:-		Rs. Rs.	Rs.
1	Chief Commissioner and Agent, Governor- General.     Sumptuary allowance	50,000	
	1 Secretary to the Chief Commissioner at Rs. 1,750. 1 Judic'al Commissioner, Rs. 3,000 with travelling allowances Rs. 2,000.	56,000	77,000
	3 Divisional Commissioners, at each. 32, Rs. 2,500 with Rs. 2,000 for travelling allowance, Rs. Rs.	200 × 3	96,000
16 Deputy Commissioners	T at 20,000 20,000 1 ,18,000 18,000 4 ,14,400 57,600 4 ,12,000 48,000		
	,		1,97, 00
	··· {8 ,, 6,000 48,000		91,200
18 Extra-Assistant Commissione	rs \\ \begin{pmatrix} 4 & 11,4,800 & 19,200 \\ 5 & 13,600 & 18,000 \\ 6 & 13,000 & 18,000 \end{pmatrix}		73,200
			5,73,000
		Monthly	47,750

It will thus be seen that on the score of expense but little objection can be urged against the proposed measures, whils: in every other respect the amalgamation contemplated will, so far as I am able to judge, be beneficial.

25. This Memorandum may be appropriately concluded with a few words on the Military occupation of the tracts in question. It may be argued that in the event of Saugor, Jubbulpore and Nagpore being formed into a Chief Commissionership the Military force required by the Local Administration should belong to the same Presidency, a course which would involve either a withdrawal of the Madras Troops south of the Godavery, or else their reoccupation of the Districts north of the Nurbbuda. I would not advocate such a course. It would at once be much less expensive and far more politic to leave the country north of the Nurbudda in the occupation of Troops from the Bengal Presidency under the command of a Brigadier located at Sangor, the country south of the river remaining as at present with the Madras Troops, the Brigadier Commanding being located at Kamptee. This would be preferable to forming the whole into one large division with detached commands. It will readily be admitted that with Brigades at Saugor on the borders of Bundlekund and at Kamptee on the Great Deccan Road nothing can well touch Jubbulpore, and, considering the central position of the Districts (situated as they are in the very heart of India) a Military Force comprising Native Troops from opposite quarters might be thought preferable to having them all from the same Presidency. As regards the adjustment of the Military charges in the Public Accounts, it seems to me immaterial to which Presidency the Troops in occupation may belong.

## No. 9.

### RESOLUTION.

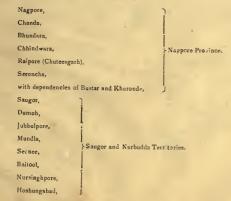
## FOREIGN DEPARTMENT, POLITICAL.

Camp Allahabad, the 2nd November 1861.

The Governor-General in Council having had under consideration the administrative arrangements of the Province of Nagpore, and those of the Saugor and Nurbudda Territories, resolves that the time has arrived for consolidating these several Districts under one Central jurisdiction.

- 2. The existing form of Administration does not present that unity, completeness and efficiency which are requisite in order that justice may be done to the condition and prospects of Territories so largely capable of improvement. The Nagpore Province has heretofore been administered by a Commissioner, acting under the direct orders of the Supreme Government. But with a Province situated as Nagpore, the control exercised by the Supreme Government is necessarily remote and therefor slow, whilst the Commissioner being occupied with details, Political, Fiscal and Judicial, cannot devote his full care to greater measures of improvement, and to matters of general importance. The Saugor and Nurbudda Territories have at various times been transferred from one Government to another. They were originally under the Supreme Government. Subsequently they were placed under the Lieutenant-Governor of Agra. Again, in 1842, the general control of them was vested in a Commissioner and Governor-General's Agent in direct communication with the Supreme Government, while the supervision of Fiscal and Judicial affairs remained with the Sudder Board and Sudder Court at Agra respectively. Again, at a later date, the general jurisdiction was once more entrusted to the Government of the North-Western Provinces under which it has continued up to the present time.
- 3. The position, however, of the Saugor and Nurbudda Territories is such as to prevent their receiving from any existing Local Government that measure of care and attention which Territories more favourably situated have never wanted. Their geographical situation separates them more or less widely from the Headquarters of all the Local Governments in India, excepting only that of Nagpore, Between them and all other nearest British Provinces there intervene, at most points, either foreign country or hilly waste tracts, rendering access difficult. In all directions, save one, there is a want of good lines of communication to connect them with neighbouring British Territory. Such comparative distance and isolation, not only cause delay in reference and correspondence, but preclude these Territories from being visited by the Head of the Local Government and by the inspecting Authorities of the several Departments so frequently as other places more centrically situated. No amount of activity and energy on the part of a Lieutenent Governor of the North-Western Provinces, or on that of his Chief Officers, can altogether overcome this disadvantage.

- 4. On the other hand the Saugor and Nerbudda Territories, conjoined with the Province of Nagpore, form a compact area of about ninety thous and square miles, with a population of more than six millions of souls, and revenues amounting in the total to about three-quarters of a million sterling per annum. And although within the limits of this area some varieties of race, language and custom exist, yet many of the districts, tribes and classes which it comprises are either quite homogeneous, or have a strong resemblance and affinity to each other; whilst they differ for most part from those which are found in the other Provinces of the Bengal Presidency. Moreover all the Districts of this united area, though many of them are inconveniently segregated from the Local Government under which they are at present placed, possess comparative facility of communication with each other, and with a centre of Government which shall be common to all.
- 5. Therefore, the Governor-General in Council holding firstly, that it is desirable that the Saugor and Nerbudda Territories should cease to be administered as an adjunct to the North-Western Provinces and that they should possess an Administration sufficient in itself, and permanent in its nature, and secondly, that these Territories may be joined with the Province of Nagpore under one Local Government with the greatest advantage to the management of the resources and to the development of the capabilities of the whole area, has resolved to constitute a separate Chief Commissionership from the Nagpore Province and the Saugor and Nerbudda Territories to be designated the Chief Commissionership of the Central Provinces and to be administered by a Chief Commissioner and Agent to the Governor-General, under the orders of the Supreme Government, on a system similar, in most respects, to that which exist in the Punjab and in Oude.
- 6. The following Districts, as they now exist, will be comprised in the Central Provinces:—



7. The Chief Commissioner and Agent to the Governor General for the Central Provinces will be assisted by a Secretary, a Judicial Commissioner, three Divisional Commissioners, and a Staff of Deputy Commissioners, Assistant Commissioners and Extra-Assistant Commissioners, according to the subjoined scale:—

Chief Commissioner (with allowances) per annum, Rs. 56,000
Secretary ... , 21,000
Judicial Commissioner (with travelling allowance) ... 38,000
3 Commissioners, each at Rs. 2,500 and Rs. 250 travelling allowance, or in all Rs. 33,000 per annum each.
4 First Class Deputy Commissioners, at Rs. 18,000 per annum each.
4 Second Class Deputy Commissioners, at Rs. 11,000 each.
4 Third Class Deputy Commissioners, at Rs. 10,000 each.
4 Touth Class Deputy Commissioners, at Rs. 10,000 each.
6 Assistant Commissioners, at Rs. 7,200 each.
8 Assistant Commissioners, at Rs. 4,800 each.
3 Estra-Assistants at Rs. 6,000 each.
4 Do. do. at , 3,600 do.
5 Do. do. at , 3,600 do.
6 Do. do. at , 3,600 do.

- \* Note.—Assistants on entering the Commission will receive Rs. 400 per mensem, but after passing the higher standerd of examination and being vested with full powers, will receive an additional allowance to Rs. 100 until their promotion to the Rs. 600 grade.
- 8. The above officers will severally exercise the same powers as those exercised by officers of the same designation in the Punjab and Oude.
- 9. The distribution of the existing Districts into Commissionerships and Deputy Commissionerships, and the appointment or otherwise of Inspecting or Directing Officers for the several Departments, such as the Director of Public Instruction, an Inspector of Jails, and the like, will be matters for future consideration.

#### SCHEDULE.

_					Rs.	Rs.
Seci	ef Commissioners of Commissioner		***	***	56,000 21,000 38,000 99,000	
4 1	Oo.	do. do. do.	18,000 14,400 12,000 8,400	***	72,000 57,200 48,000 32,600	2,14,000
8 1	Oo.	do.	4,800	***	43,200	83,600
3 E:	tra-Asssista Do. Do. Do.	nt Commissio do. do. do.	4,800 3,600 3,000	•••	18,000 19,200 18,000	73,200
						5,82,600

Ordered, that a copy of the above Resolution be sent for information and guidance to the Government, North-Western Provinces, the Commissioner of Nagpore, and the Financial Department.

H. M. DURAND.

Offg. Secretary to the Government of India.

No, 177, Fort William, the 12th December 1861.

From-H. M. DURAND, Esq., I.C.S., Officiating Secretary to the Government of India, Foreign and Political Department,

To-The Secretary to the Government of the North-Western Provinces.

With reference to the Resolution of this Government, dated the 2nd ultimo, regarding the formation of the Chief Commissionership of the Central Provinces, I am directed by the Governor-General in Council to request that orders may be issued by the Hon'ble the Lieutenant-Governor for the transfer to the administration of the Chief Commissioner of the Central Provinces of those districts of the Saugor and Nurbudda Territories which are specified in paragraph 6 of the Resolution.

No. 178.

Copy forwarded to the Chief Commissioner of the Central Provinces for information.

FORT WILLIAM:
The 12th December 1861.

H. M. DURAND,

Offg. Secretary to the Government of India.

Govt. Press Nagpur :- No. 1387, Civil Sectt. 15-11-22-100.







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